

HISTORY LOOKS TO THE FUTURE

PLANNING FOR UTAH'S HISTORY



Great White Throne, Zions National Park

Utah Division of State History
Salt Lake City, Utah

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INTRODUCTION

History Is for Everyone

It's not just books, not just dates, not just one story.

It's many stories, viewed from many angles:

the ancient past and the recent past,

the famous and the forgotten—

all who have helped make us who we are.

It's a continual pushing at the edges of what we think we know,

an adventure of discovery,

an important voice in public processes.

About the Plan

Utah has stories worth telling, and the evidence for these stories is worth preserving. The purpose of this plan is to focus not on the stories, but on the steps necessary to preserve and present these stories and to preserve the historical resources that are still available throughout the state. The plan has three main sections followed by appendices. These sections are described as follows.

“Section 1: Strategic Elements” is a summary of the five strategic points and the values on which they are based.

“Section 2: The Plan for Utah’s Heritage” consists of the same five strategic points followed by supporting activities. These supporting activities are *suggestions* for events, programs, projects, or other activities that Utah’s heritage organizations and interested parties may want to carry out.

“Section 3: How to Implement the Plan” focuses on the steps the community of heritage organizations must take to accomplish this plan and names other activities that will help Utah’s history community become more cohesive. It also describes the development of plans for historical activities in Utah throughout the past decade.

The Division of State History does not assume authority to enforce any of the provisions of this plan, but rather it takes a leadership role. For example, the Division will tailor a plan for itself based on this document and include it in an appendix to the Internet version of this document as an example of how other organizations may use this plan themselves. It will also sponsor or help sponsor an annual or biannual conference where we collectively review, revise, and report on the plan and what has been accomplished during the past year.

Our Commitment to Utah History Programs

Utah’s history programs are decentralized, democratic, and heavily dependent upon volunteer efforts, creating a statewide, grassroots movement that responds to local needs. This system works best for Utah—and this plan assumes that the system will continue. The plan is designed to build and strengthen existing programs and support those to come. It encourages collaboration and coordination while supporting local control.

Many individuals and institutions in Utah have a role in preserving and promoting the use of historical resources by Utah's citizens and visitors. These institutions include government agencies at all levels; private nonprofit organizations; research institutions; educational institutions including universities, colleges, and secondary and elementary schools; professional associations; and businesses. All of these groups, their staffs and volunteers, as well as unaffiliated individuals who love and appreciate Utah's past, have a part in implementing these strategic initiatives. The institutions involved in Utah's historic and prehistoric heritage are called *heritage organizations* in this document.

Heritage organizations take seriously their responsibility to help make the connections with the past that are so vital to the well-being of individuals and communities. As an important part of this commitment, heritage organizations from around the state have worked together to create this plan for Utah's history and heritage. The plan consists of values and broad-based, visionary, strategic statements that encompass general principles. It is designed to guide individuals, organizations, partnerships, and the history community as a whole.

The Utah Division of State History has spearheaded the creation of this plan, and it will take the lead in coordinating the implementation of the plan among Utah's heritage organizations. In particular, the Division will follow through with a customized plan of its own based on the elements in this plan that pertain to the Division's own mission, values, and strategic plans, and with elements that support the entire history community. Many individual heritage organizations will draft their own plans to further their missions in harmony with this plan.

This document will not sit on a shelf. Steps for assessment, adjustment, and ongoing dialogue have been included as important components of this plan.

SECTION 1: STRATEGIC ELEMENTS

Five strategic elements are important to the work and purposes of Utah's heritage organizations:

- Heritage resource stewardship
- Heritage education
- Partnership and networking
- Public communication and outreach
- Public policy development

In this section we, the community of Utah's heritage organizations, define these elements, affirm their value, and state our responsibilities in connection with them. Although it has been useful to list and define these elements separately, all are interconnected.

Heritage Resource Stewardship

The study, understanding, interpretation, and enjoyment of Utah's unique story are founded upon **historical resources** of all kinds. These resources include historic and prehistoric structures and sites; visual, oral, and written documents; artifacts; traditions and life ways; communities; and landscapes.

Utah's heritage organizations interpret, preserve, research, develop when appropriate, and encourage **stewardship** of heritage resources. Heritage organizations will work toward the use and appreciation of these resources by present and future generations.

Heritage Education

Those who understand history are better citizens, better neighbors, and better decision-makers. **Heritage education** connects adults and children with the past, motivates them to discover for themselves the excitement of the past, and empowers them to think about the past and present in new ways. Heritage organizations stimulate mind, imagination, and emotions; encourage research; create educational programs; fashion interpretive materials in a variety of media; and promote widespread understanding of Utah's diverse past and its significance.

Partnerships and Networking

Working together as *partners* and in various *networks* is more effective and efficient than working alone. Utah's heritage organizations establish productive collaborations, both among themselves and with others, including the following:

- *Each other.* Utah's heritage organizations communicate, collaborate, and assist each other to achieve the actions we have outlined; address funding and staffing issues; and create a more comprehensive and compelling justification for heritage stewardship.
- *Diverse groups.* Utah's heritage organizations work with ethnic, minority, and other groups to ensure that diversity and multiple perspectives are a vital part of our efforts.
- *Civic, government, and business organizations.* Utah's heritage organizations network with civic organizations, local governments, and businesses to foster use of historic resources in ways that nourish communities and improve state and local economies. Heritage organizations work with businesses to help them incorporate history into their business activities.

Public Communication and Outreach

Heritage programs must have the support of the public to be effective. Utah's heritage organizations vigorously promote an awareness and understanding of their activities and of the significance of Utah's heritage. These *public communication and outreach* efforts are directed to those citizens who are not traditionally part of the heritage community, in an effort to expand appreciation of the past and support for heritage programs. Keeping state and local leaders informed is critical in this process.

Public Policy Development

Understanding the past improves *public policy*. Utah's heritage organizations make visible the relevance of history to current issues. They work with elected and government entities at all levels—federal, state, and local—to influence public policy, by addressing the following policies:

- Those that may be improved by an understanding of the past.
- Those that directly affect heritage resources and organizations.

SECTION 2: THE PLAN FOR UTAH'S HERITAGE

The following lists of supporting activities are suggestions of the types of activities heritage organizations might carry out to achieve the strategic objectives. The lists are not all-inclusive, nor do they assign agents to carry them out. Each heritage organization must decide which, if any, of these action items it will carry out, alone or in partnership with others, consistent with its mission. Creative and innovative heritage organizations will adopt other activities not found in this document, or variations of those found here.

The order in which the items are presented here does not imply a priority.

1. Heritage Resource Stewardship

1.1. Identify sites for enhancement

Enhance and develop appropriate historic and prehistoric sites for tourism, education, and research.

1.2. Provide opportunities for the public to interact with the resources

Develop programs that give the public interactive experiences with artifacts, documentary resources, and structures found at libraries, archives, museums, and historic sites.



1.3. Enhance museums to make them authentic, exciting, and fun

Keep abreast of developments in museum design and programming in order to ensure that exhibits are authentic as well as emotionally and intellectually engaging.

1.4. Create and promote new programs and activities at heritage destinations

Develop live performances, reenactments, and events at heritage destinations.

1.5. Enhance interpretation of historic districts

Enhance visitor experiences in historic communities and historic districts to return economic value to the community.

1.6. Promote public access to tangible resources

Make history and prehistory on public lands come alive for visitors. Develop policies and programs, such as the Forest Service's "Passports in Time" program, that encourage public participation in the process of locating, documenting, and developing or protecting tangible resources on public lands.

1.7. Improve the quality of interpretation at heritage parks

Use accurate and skillfully designed interpretive markers, brochures, guides, and interpretive programs to increase visitor satisfaction at state and national heritage parks and monuments.

1.8. Reduce the impact of development

Seek methods of reducing the impact of development on sites to ensure that all Utah citizens benefit.

1.9. Promote a state commercial preservation investment tax credit

Promote a state investment tax credit for historic commercial properties in order to encourage the development of historic commercial properties as heritage sites.

1.10. Expand loans for historic preservation

Expand the availability of low-interest loans to those who want to restore historic buildings.

1.11 Develop collections management plans

Develop and implement state collections management plans for archives, special collections, and history and prehistory museums.

1.12 Augment collections

Develop and implement plans to locate documentary materials and artifacts now in private possession and encourage donations to public repositories and museums, or encourage private owners to allow their collections to be copied or photographed.

1.13. Establish regional historical records repositories

Establish and support local regional historical records repositories in communities that have demonstrated the will to operate a repository in perpetuity. Encourage the legislature to support local and regional repositories for historic artifacts and documents.

1.14. Encourage oral history programs

Provide training and support for local oral history projects.

1.15. Employ stewardship programs

Develop and employ cultural stewardship programs using volunteers to help take care of sites or museums. Implement “adopt-a-site” and similar voluntary programs. Develop and provide effective tools to deter vandalism of sites.

1.16. Promote and expand the Utah Heritage Areas and Corridors program

Support heritage highways and heritage areas that sustain both quality of life and economic development within their regions. Encourage heritage routes similar to scenic byways, and produce signage, and promotional and interpretive material. Establish a statewide recognition program for heritage areas and regions. Encourage them to seek federal designation, and support their efforts.

1.17. Develop federal lands as heritage destinations

Provide rights of access to federal lands to tour companies under permit with the proceeds going to preserve, protect, and interpret the site.

1.18. Market or de-market sensitive heritage sites

Learn about the values of marketing and de-marketing. Market sites that are prepared for visitors. Use de-marketing to move visitors away from fragile sites not prepared for visitors.

1.19. Develop a heritage area assessment tool for the 21st-Century Program

Work with the state 21st-Century Program and heritage areas to establish a 21st-century heritage area assessment.

1.20. Compile a list of the most important Utah documents

Make a list of important documents, then edit and publish them and their facsimiles and market them to the general public. Use the Internet as well as other means to publish these documents.

2. Heritage Education

2.1. Involve more students, teachers, and others

Use programs such as the Utah History Fair to involve students and teachers in the process and substance of history. Expand educational outreach to help all children and adults understand, appreciate, and participate in history and prehistory. Invite interested members of the private sector and government officials to become members of heritage organizations.

2.2. Improve hands-on teaching materials

Improve teaching kits and other hands-on educational materials. Encourage teachers and curriculum specialists to help develop teaching kits. Engage the knowledge and expertise of teachers in developing educational materials. Include facsimiles of the most important documents in Utah history in teaching kits.

2.3. Assist teachers to educate children about the heritage of our communities

Provide teacher workshops, opportunities for field trips, classroom visits, and teaching kits with special emphasis on fourth and seventh grade Utah studies classes.

2.4. Improve the history curriculum

Work closely with curriculum specialists and teachers to determine what materials, resources, and educational services the heritage organizations can provide. Develop teacher workshops and help develop course curriculum on Utah history, with special emphasis on the variety and diversity of the peoples of Utah.

2.5. Encourage teachers to infuse Utah history into other subjects

Provide examples from Utah history for use by teachers in other subjects, including world history, U.S. history, social studies, literature, science, and art.

2.6. Develop student and mentor recognition programs

Recognize and reward excellence in teaching Utah heritage and develop student involvement programs. Encourage and reward excellence for all levels of student work on historical or heritage subjects.

2.7. Hold a history education conference

Convene a history education conference, bringing together educators and representatives of heritage organizations so that they can understand each other's mutual needs and what is available to help improve the teaching and learning of Utah history.

2.8. Expand Utah's undergraduate academic opportunities

Promote and expand the teaching and research of history and prehistory in Utah's colleges and universities. Offer undergraduate courses in public history topics, such as historic preservation, archives, and museology, for example.

2.9. Offer graduate courses in heritage-related disciplines

Provide opportunities for graduate students to conduct research and participate in graduate-level study that contributes to an in-depth understanding of Utah's history and prehistory.

2.10. Support scholarship

Make fellowships, and research and travel grants available to college faculty, graduate students, and other scholars pursuing research topics related to Utah's heritage. Develop internships and scholarships for undergraduate students.

2.11. Help colleges establish and operate technical training programs

Develop a field archeological training program at CEU's Blanding Campus and continue to support Snow College's Traditional Building Skills Institute.

2.12. Develop experiences in archaeological field work for the public

Offer archaeological field experience opportunities to interested individuals and organizations, such as elderhostel groups, college and university alumni, museum friends, and other volunteers.

2.13. Promote public uses of documentary materials

Make documentary resources available to wider audiences using the Internet and other means. Cooperate to let the public know about the state's documentary resources. Create Internet-based union catalogs and archival finding aids.



2.14. Promote a public understanding of the value of historical collections

Hold public programs and events, such as open houses with curators and archivists, that allow the public to learn about the uses of historical objects and the research value of historic documents.

2.15. Use the Internet as an educational tool

Add content to Web sites and make them easier to use and more interactive and educationally oriented. Internet pages for schoolchildren should become interactive learning centers and interactive online exhibits on Utah history. They should be targeted to the fourth grade and seventh grade Utah studies curriculum.

2.16. Publish information through traditional methods

Publish and distribute journals, books, videos, and other informational packages that inform the public about Utah's past. Select publications that are accurate, responsible, and supported by a market for such works. Develop or nurture the publication of history/prehistory for the general reader.

2.17. Develop new publication outlets and methods

Use new methods, such as the Internet or publication-on-demand, to publish occasional papers, short historical essays and articles, bibliographies, and other worthwhile works that will not be published in traditional print media. Explore other methods and seek partnerships to make these publications feasible and viable.

3. Partnerships and Networking

Among Heritage Organizations

3.1. Form a Consortium

Organize a Utah History Consortium to provide information, a forum for discussion, and a vehicle for representing the history community before elected officials and other decision-makers.

3.2. Hold a Utah History and Heritage Conference

Meet annually as heritage organizations and interested individuals to discuss history-related issues and to receive training in all heritage-related areas. Use the conference to do the following:

- Report on regional and organizational activities, successes, and failures
- Share ideas
- Review this plan
- Develop and carry out statewide public information campaigns
- Form task forces, study committees, and other groups to implement this plan

Include workshops on the following:

- How to work with the media, local governments, teachers, and others
- How to apply for grants
- How to plan and produce effective exhibits, Web sites, and publications
- Other topics

3.3. Organize an Oral History Consortium

Convene an annual meeting of those conducting oral history programs and projects to help to determine what is being done and to set goals and objectives. Encourage cooperation on a joint oral history finding aids project and other projects.

3.4. Strengthen the network through the Utah State Historical Society's Affiliates Program

As heritage organizations, formally affiliate with the Historical Society to take advantage of the many benefits, including opportunities for cooperation and collaboration.

3.5. Cooperate within regions

Hold regional workshops and networking meetings to identify opportunities for partnerships and to provide opportunities for training and education. Cooperate to carry out projects, share resources, and inform local leaders and businesses of the value of their heritage to their communities.

3.6. Expand grants programs

Allocate state general fund money to expand grants programs that are administered by agencies such as the Division of State History, Office of Museum Services, and the State Archives to serve local governments and local and statewide nonprofit organizations.

3.7. Help heritage organizations learn about and apply for grants

Develop and maintain a clearinghouse on sources of grants. Make the clearinghouse data widely available, using the Internet and other means. Provide training and technical assistance to heritage organizations interested in applying for grants.

3.8. Expand museum assistance programs

Expand the museum assistance program and provide training, technical assistance, grants, and facility improvement funding to the more than 100 history and prehistory museums in the state, including both privately operated and government-run museums.

3.9. Develop performance measurements for the Utah Tomorrow plan

Develop meaningful standards and reporting mechanisms for the objectives found in the legislature's Utah Tomorrow plan.

3.10. Form partnerships

Encourage and support formal partnerships among local, state, and federal agencies and private and nonprofit communities, such as the Interagency Task Force, Utah Historic Trails Consortium, and Community Cultural Heritage Coordinating Council (CCHCC).

3.11. Coordinate heritage sites databases

Maintain and improve coordinated databases of heritage sites.

3.12. Establish the Utah Cultural Center

Establish a joint facility of the Utah State Historical Society, the Utah Arts Council, and the Utah State Archives to tell all of Utah's history (from prehistoric to the present day), all of its peoples, and all of its regions.

Between Heritage Organizations and Ethnic Communities

3.13. Make Utah's ethnic, cultural, and tribal histories available

Work with Utah's minority groups to document, collect, interpret, and preserve elements of their culture and to make this history available to the public.

3.14. Republish The Peoples of Utah

Consider revising, updating, and publishing the Utah State Historical Society's 1976 book *The Peoples of Utah*, or consider alternatives to traditional publication in order to make the information in the book available today.

3.15. Promote the history of Utah's minority groups

Support projects that promote educational programs, events, ethnic holidays, exhibits, and the collection of oral histories, documents, and photographs among Utah's diverse groups.

3.16. Support and encourage groups to maintain their histories

Encourage and support the establishment of historical records repositories, oral history programs, publications programs, and museums operated by minority and ethnic groups. Encourage these organizations to work together and with other heritage groups to carry out programs and to share ideas. Encourage them to affiliate with the Utah State Historical Society and to participate in heritage conferences.

Between Heritage Organizations and Other Organizations

3.17. Promote history-related business

Help recruit and develop history-related businesses and assist existing businesses by providing technical assistance, advice, and information about resources to help them capitalize on their own history and heritage. Provide opportunities for potential entrepreneurs, including heritage professionals and heritage providers, to learn sound business principles in order for them to be successful. Conduct workshops around the state on authentic interpretation and appropriate resource-sustaining strategies.

3.18. Incorporate history into business activities

Incorporate history in business promotional literature and other activities. Develop corporate archives and exhibits. Use business history and the history of communities to develop a connection between businesses and their communities and to advertise and promote their own businesses.

3.19. Promote heritage tourism

Actively promote historic resources as visitor attractions. Assist businesses that welcome tourists by providing information about local history and historic sites.

3.20. Assist local governments

Assist local economic development offices to identify and promote local heritage resources in order to encourage growth in tourism-related business.

3.21. Create exhibits in public places

Incorporate satellite exhibit sites in corporate and retail spaces in cooperation with public and private museums.



3.22. Review heritage products for authenticity

Identify and “brand” products and experiences that are historical, authentic, and locally produced.

3.23. Entertain with history

Forge partnerships with those in the arts and other groups to develop creative and lively presentations of Utah history.

3.24. Help building owners take advantage of private sector heritage opportunities

Develop mechanisms to educate building owners regarding preservation tax benefits. Help entrepreneurs recognize and take advantage of other heritage opportunities.

3.25. Expand Main Street program

As appropriate, support and expand the Main Street program to provide for economic development through historic preservation in Utah communities.

3.26. Cooperate on heritage trails

Continue to support the Utah Historic Trails Consortium. Document and preserve the Old Spanish Trail, among others, and encourage federal designation.

3.27. Expand statewide nonprofit business associations

Assist such organizations as the Utah Heritage Products Alliance now serving Heritage Highway 89 to go statewide.

3.28. Cooperate with national organizations

Use existing natural history associations and National Park Service outlets to distribute historical information about national trails and parks.

4. Public Communications and Outreach

4.1. Make effective use of the media

Promote Utah history and prehistory and inform the public about historical resources, events, activities, and sites through print and broadcast media. Identify, contact, and develop sources for media services.

4.2. Use promotional literature

Develop and distribute promotional material, including brochures and handouts, related to heritage resources and activities.

4.3. Use government literature to promote Utah history

Refer to Utah's history and prehistory and to historic resources in federal, state, and local government publications and promotional literature.

4.4. Develop a marketing plan



Develop a Utah history and heritage marketing plan that employs a unified approach.

4.5. Publish heritage tourism information

Actively promote historic resources as visitor attractions by publishing walking and hiking tour guides and maps, driving tour guides, brochures, and other literature. Use other media to disseminate information about sites of interest to tourists such as travel tapes and video productions. Participate in radio and television talk programs that deal with sites and events of interest to visitors.

4.6. Inform sponsors

Prepare professional-quality promotional packages to inform heritage program sponsors, including government bodies, private donors, and corporations, about activities and historic resources.

4.7. Use the Internet to promote Utah heritage

Encourage the development of Web sites such as Utah.com and other Internet tools to recognize and promote heritage and cultural attractions in the state.

4.8. Write articles for national media

Contribute well-written and accurate articles to reputable, broad-based public magazines.

4.9. Communicate Utah's heritage to people as they travel

Coordinate highway signs for the visitor. Produce accurate and well-designed heritage tourism literature and brochures. Develop, promote and distribute audio tapes of Utah's heritage and stories, such as the Utah Arts Council's *Sanpete County Heritage Tour* and *Old-Time Dance Party*.

4.10. Identify high-profile spokespersons to promote Utah's heritage

Identify celebrities from sports, the media, politics, and the entertainment world who are willing help promote public awareness of Utah's heritage.

4.11. Involve community leaders

Create a foundation and board of community leaders to promote and develop Utah's heritage organizations, with the goal of increasing funding, membership, visibility, and influence.

4.12. Help the public understand the role of historic preservation

Sponsor seminars and public meetings where the public can learn about and discuss both the limits of historic preservation and its role in community and economic development.

5. Public Policy Development

5.1. Fund the Endowment for History

Provide state general fund money for the Endowment for History to help support nonprofit history and heritage groups and the heritage efforts of local governments.

5.2. Develop funding strategies for heritage projects

Consider sources of permanent funding such as inheritance tax proceeds, real estate transfer taxes, and other dedicated funding strategies.

5.3. Include resources in long-term community planning

Make heritage a part of community and heritage area planning, since long-term community planning efforts may help ensure that resources are protected, preserved, and sustained. Ensure also that the opportunity for economic value is not diminished by current undertakings.

5.4. Help planners understand the relationship of historic properties to urban sprawl

Hold workshops and provide training for city and county planning commissions and staffs and for others to help them understand the value of historic preservation to the life of a community—how historic properties can enhance the quality of life and reduce the impact of growth and urban sprawl.

5.5. Expand the CLG grant program

Continue to fund the Certified Local Government (Historic Preservation) program and expand this program to more than the 70 local governments now served.

5.6. Include heritage issues in cities' and counties' policy and planning

Bring heritage issues and opportunities to the attention of government policy-making officials and encourage them to appoint representatives of heritage organizations to planning and other boards.

5.7. Encourage government agencies to understand historic preservation laws

Hold workshops and provide training for new and existing federal, state, and local government officials.

5.8. Establish a revolving loan fund program

Provide state general fund money for a revolving loan fund for historic resources development to support capital improvements of private and public historic facilities.

SECTION 3: HOW TO IMPLEMENT THE PLAN

The Utah Division of State History

The following outlines the steps the Division of State History will take to implement this plan, working with representatives of many Utah heritage organizations, for the next five years:

- Publish *History Looks To The Future* in hard copy for distribution to all identified heritage organizations.
- Publish a Web version of *History Looks To The Future* on the Internet.
- Develop a strategic plan for the Division of State History and publish it as an appendix to the Web version of *History Looks To The Future*.
- Plan and hold annual heritage conferences beginning in 2001 or 2002. Invite selected representatives of heritage organizations to participate in the planning. Schedule major portions of conference times to discuss aspects of *History Looks To The Future*. Encourage heritage organizations to report on and discuss implementation and other activities.
- Encourage heritage organizations to voluntarily submit strategic or operational plans to be published as additional appendices to the Web version of *History Looks To The Future*.
- Plan and hold one or two regional workshops throughout Utah each year. Workshop topics will be determined by the heritage organizations within the regions.
- Create and keep current a list of Utah heritage organizations, with names of contact persons, addresses, and phone numbers. Publish the list on the Internet.
- Send a copy of *Currents: News of the Utah State Historical Society* to heritage organizations. After polling the heritage organizations and weighing the costs, determine whether to produce another newsletter just for them.
- Encourage heritage, ethnic, and tribal organizations to formally affiliate with the Utah State Historical Society and to take advantage, if appropriate, of its Web hosting services.
- After soliciting input, consider what other services the Historical Society can provide to heritage organizations and to affiliates.
- Make grants to heritage organizations to support planning and the implementation of *History Looks To The Future*.
- Encourage the creation of a congress of Utah history and heritage organizations. Convene a planning session for interested parties and provide leadership. Support the organization once it is established.
- Engage Utah heritage organizations in the process of revising this plan in the year 2005.

How Others Can Use This Plan

This document should nourish new ideas. If the plan does that, it will have achieved its purpose.

The plan does not dictate to any group. History and heritage organizations may refer to the plan to support and improve their existing programs and to justify new ones. Each organization can determine which of the plan's strategic objectives it wants to accept and promote, and each can select from the lists of activities the ones that will best meet those objectives.

Some of the activities listed in the plan include ongoing, successful programs. Their placement on the list reinforces their importance and implies that they should continue, or in some cases, expand. Yet organizations may choose to discard those items that become dated, unnecessary, impractical, or outside of an organization's mission.

Some of the activities listed in the plan will produce ongoing discussion and debate. These discussions and the document itself may inspire organizations to create their own new, innovative action items. Perhaps they will share these ideas with the heritage community so that the plan can continue to evolve. This sharing will help to build bridges of cooperation with related groups and other communities.

The plan does not provide a timeframe for completion of the activities because the plan is *strategic*, not operational. Heritage organizations will set their own schedules within their individual plans. Of course, organizations have little control over the larger social, economic, and political environment. However, those who have a clear vision of their objectives can use the plan to take advantage of change as opportunities develop.

How This Plan Came About

As a part of the governor's and legislature's initiatives to develop a statewide strategic plan, Utah Tomorrow's planning process was initiated in the early 1990s. That planning process led to the development of our first plan, *The State of the Past: A Strategic Plan for Utah's History* (1992). Other plans were developed that supported that plan, including a heritage tourism plan, *Preserving Our Past through Heritage Tourism* (1994), and a rural partnership plan for heritage development, *Heritage Industry Development* (1998).

Utah heritage organizations have substantially achieved most of the goals of the past ten years of planning efforts. As the time came to renew the process, three planning sessions were held with wide representation of our interested partners. More than 150 persons attended the three sessions, providing comments and input. A draft plan incorporated those comments, then the draft was circulated to all Certified Local Governments, all Utah Native American tribes, key community and local partnerships, and the interested public. After four public meetings and with input from the Board of State History, this final plan was developed, refining all those efforts.

APPENDIX I

Board of State History

Richard Sadler, Chair	Ogden
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Donna Breckenridge	Utah County Historical Preservation
Dan Burke	Office of Museum Services
Stacey Clark	Travel Council
June Crane	Sanpete County Heritage Council
Wes Curtis	San Rafael Legacy District
Max Evans	Division of State History
Craig Fuller	Division of State History
Anna Furniss	Utah State University Press
Beth Gurrister	Box Elder County Tourism Council
Kim Hadfield (Meeting Facilitator)	Davis School District
Ann Hanniball	Utah Museum of Natural History
Dave Hart	State Capitol Architect
Todd Hauber	Governors Office of Planning and Budget
Lisbeth Henning	Utah Heritage Foundation
Barbara Hoffman	Bear River Heritage Area
Susan Holt	Utah Heritage Products Alliance
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Annie Hatch	Utah Humanities Council
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APPENDIX II

Historic and Archaeological Resources: A description and assessment of the range, issues, opportunities, and challenges affecting these resources.

Introduction

This discussion of the full range of historic and archaeological resources refers back to the five strategic elements. All five strategies come into play in order to preserve, protect and develop these resources. We discuss, directly or by reference, Heritage Resource Stewardship, Heritage Education, Partnership and Networking, Public Communication and Outreach, and Public Policy Development together with supporting activities.

Historic Resources in Utah

The SHPO and its partners know much about Utah's historic built environment after 30 years of surveying, documenting, and registering historic properties. Currently the state's database includes over 87,000 buildings and historic sites (in addition to prehistoric sites, discussed elsewhere in this appendix). New surveys undertaken each year, and resurveys, usually after at least ten years, update the data (activity 1.1).

Eighty CLGs provide a broad and effective network for this work. Additionally, land management agencies, primarily the BLM, Forest Service, and National Park Service, have been active partners in identifying their cultural resources. A limited amount of survey data are generated each year through the 106 process for historic resources, as UDOT and other government agencies assess the impact of their projects on historic resources (activities 5.5 & 5.7).

The following briefly summarizes Utah's historic resources and its preservation needs.

Buildings

Buildings are the most common type of historic resource in Utah. They include large, elaborate mansions and high-rises in urban settings, modest adobe houses and agricultural outbuildings in rural areas, and factories and warehouses in industrial areas (strategy 1. Heritage Resource Stewardship).

Given the limited timber supply throughout most of the state, brick has been the most common building material throughout the historic period (through the 1950s). Brick is the primary material on 47.5 percent of the historic buildings. From a preservation standpoint, brick weathers well and requires little maintenance, but it is vulnerable to damage in earthquake-prone Utah. Addressing seismic issues with unreinforced masonry buildings has been, and will continue to be, a focus for the SHPO and other preservationists. Bringing older buildings up to more recent building code standards while retaining their integrity is also a major preservation issue (strategy 1. Heritage Resource Stewardship).

Houses are by far the most common building type in Utah, constituting 82 percent of the documented buildings. As might be expected, the older the house the more rare it is. For example, houses from the pre-railroad decades (1840s-1860s) comprise only 1.3 percent of the documented historic residences, while those from the more populous late-nineteenth century (1870s-1890s) and the early twentieth century (1900-1930) dominate the database with 23.3 and 53.8 percent, respectively. The most common house in Utah is a 1920s brick bungalow with modest Prairie School or Arts & Crafts styling (activity 1.1).

The preservation strategy for residential buildings relies heavily on documenting and listing them in the National Register as part of either a historic district or multiple property nomination. This qualifies them for state rehabilitation tax credits. Individually listed homes have been, and will continue to be, part of the preservation effort, though likely to a lesser extent than in the past, as CLGs focus their efforts more on "group" nominations. Older "thematic" nominations for specific residential building types, such as stone houses in certain communities, Scandinavian-American pair houses, and urban apartments, have provided useful contexts for understanding and promoting the preservation of unique building types (activities 3.24 & 5.5).

The state's 20 percent tax credit is a strong incentive for encouraging the rehabilitation of historic residential buildings. Since the tax credit's inception in 1993, over 330 rehab projects have been approved, with many more expected in the coming years, as the result of numerous large historic districts recently created (strategy 1. Heritage Resource Stewardship).

Commercial buildings are the second-most common building type, though they comprise only 4 percent of the documented buildings. These include stand-alone one-story "Mom and Pop" buildings, "Main Street" districts of one- and two-story buildings, and high-rises in urban centers. Some of these buildings are clustered in historic districts, though changes in older commercial districts over the years have rendered most of them ineligible as historic districts, necessitating either a multiple property or individual listing approach for getting them on the National Register (activity 3.25).

Since its inception in 1993, the Utah Main Street/Pioneer Communities program, in cooperation with the SHPO, has been instrumental in stimulating both the physical rehabilitation and the economic vitality of older commercial buildings and districts. A currently proposed state tax credit for rehabilitating historic commercial buildings would be another very important tool for encouraging their preservation (activities 1.9 & 3.25).



Public and institutional buildings include churches, schools, city halls, county courthouses, gymnasiums, libraries, and so forth. These include some of the most prominent and recognized historic buildings in the state. Already listed on the National Register are many of the most distinguished of these buildings. The less prominent examples are getting attention now as well, as architectural historians and others have researched and developed appropriate contexts for understanding their unique characteristics and contributions.

Multiple property National Register nominations for institutional buildings have addressed, among others, Carnegie libraries, New Deal public works buildings

(including schools, city halls, and libraries), Jewish synagogues, and Mormon Church meetinghouses and tithing offices (activities 5.3 & 5.4).

ADA and seismic issues are usually a challenge with these buildings. Many are also threatened because (1) they are no longer large enough to suit the growing institutions that occupy them; (2) their spaces are no longer configured in the way the institution carries out its functions (e.g. too small classrooms in schools); or (3) population shifts have left them underused or unnecessary (e.g. downtown churches and inner-city schools). Adaptive use is often the only way to preserve these buildings (activity 1.8 & 3.17).

Industrial buildings—factories, warehouses, mining buildings, and light industrial facilities—are an often-neglected historic resource. The National Register lists a number of railroad stations, but often not the surrounding support buildings, though they are integral to the operations of the shipping and distribution industry. The Warehouse Historic District in Salt Lake City is one of the few National Register listings associated with industrial buildings. Its boundaries could be expanded, and warehouse districts in some of Utah's other larger cities documented and listed in the National Register (activities 1.1 & 1.8).

Only in the past decade, has there been widespread interest in preserving and reusing these unique structures. Their large, open floor plans and relatively inexpensive cost have enticed a number of developers to rehab them for offices, restaurants, and condominiums. These buildings usually need less structural upgrading than commercial or institutional buildings to meet current codes and building needs, because they were designed for heavy-duty purposes. One challenge in rehabbing these buildings, however, can be retaining their open, industrial character as they find new uses (activity 1.10).

Agricultural buildings, such as barns, granaries, chicken coops, winter corrals, and so forth, documented and registered as part of a farmstead complex, rather than as individual structures. Increasingly, we study these structures as part of the larger cultural landscapes of which they are a part. This approach is more comprehensive—and challenging—since it involves a broader range of disciplines, including landscape architects, historians, archaeologists, and cultural geographers. Other partners in this effort are open space and land conservation groups. Though their primary goal is not

preservation of the built environment, their efforts to preserve green space and farmland coincide with historic preservation goals (activity 1.1).

While many of the smaller agricultural outbuildings, such as granaries, are easily adapted to new uses, the larger buildings, primarily barns, are more of a challenge. They are not large enough or configured properly to accommodate modern farming equipment, so they are often left vacant or underused and are not kept up. Due to their large size and frequently poor condition, the cost and effort to rehabilitate them is overwhelming to many barn owners. Currently proposed revisions to the state rehabilitation tax credit would provide a financial incentive for restoring them (activities 1.9 & 1.10).

Structures

Historic structures, independent from buildings or building complexes, include a broad range of resources: bridges, roads, railroad grades, canals, telegraph lines, walls and fences, mines, windmills, grain elevators, kilns, bandstands, railroad cars, aircraft, and other “functional constructions made for purposes other than creating human shelter.” These types of resources, listed on the National Register in Utah, are not common. Increasingly, however, we are examining these resources and developing historic contexts for them. For example, we study canals in several parts of the state as irrigation systems are upgraded. UDOT inventories highway bridges to help better understanding which ones are significant and as part of the mitigation process when replaced. The number of railroad grades documented and listed on the National Register increases as public interest in them grows and as rails-to-trails conversions take place (activities 1.1, 1.6, & 1.8).

Linear structures, such as railroad grades and canals, have proven especially challenging and raises questions about both documentation standards and preservation. What is appropriate and thorough documentation for a 90-mile railroad grade with dozens of culverts, bridges, sidings, town sites, and peripheral features? Is the integrity of a canal preserved when it is dredged, upgraded with a new liner and new concrete diversion structures? How much widening, straightening, and smoothing can a historic road endure before its integrity is compromised? These and other questions are currently being addressed by SHPO staff, consultants, CLGs, and government agencies in order to better understand and preserve these very important but often overlooked resources (activities 1.8 & 3.19).

Sites

Sites, unlike buildings and structures, usually have less of an obvious, human-made physical presence. Sites are often the location of an important, one-time event: a treaty signing or battle, for example. Sites also include ruins of historic buildings or structures, cemeteries, trails, designed landscapes, and natural features that have cultural significance (e.g. a grove of trees where early settlers gathered for recreation). The most common sites on the National Register in Utah are prehistoric archaeological sites: habitation or ceremonial sites, petroglyphs and pictographs, and so forth. (The appendix deals with prehistoric archaeological sites in more detail in another section.) Historic archaeological sites, including long-abandoned town sites, historic trash dumps, military campsites, and so forth, are also included in this category (activities 1.1 & 3.19).

The documentation of sites usually requires skills beyond those possessed by typical architectural historians or historians who routinely document buildings and structures. They often call for the skills of specialists in such diverse fields as historic landscapes, rock art, military history, industrial archaeology, cultural geography, anthropology, and the full range of both historic and prehistoric archaeology. Documentation of archaeological sites by excavation is destructive by its nature. It is undertaken very judiciously and only under the strict supervision of professional archaeologists (activity 1.8).

Sites are often quite fragile, easily damaged by unrestricted visitation and unauthorized collection of remnant artifacts. The settings of sites are also vulnerable. Placing a freeway adjacent to a mid-nineteenth-century treaty site would severely compromise its historic character and feeling. Balancing the desire to publicize and interpret sites with the need to protect and preserve them is one of the major challenges in dealing with sites (activity 1.18).

Objects

Sculptures, monuments, boundary markers, statues, and fountains are among the most common examples of historic objects. They are primarily artistic in nature and relatively small in scale. Objects are not a common resource type in Utah, though there are a handful of them listed on the National Register, including the freestanding 1870s clock on Salt Lake City's Main Street. We expect to identify more objects in the coming years, especially as 20th-century objects reach the 50-year threshold. Most of these will be in urban areas as opposed to rural or small-town settings (activities 1.5 & 3.25).

Districts

The most common historic districts are collections of homes in residential neighborhoods and commercial buildings in downtown business districts. There are other types of historic districts as well: college campuses, Forest Service research facilities in remote locations, ranch complexes, warehouse and railroad districts, military bases, archaeological districts, and combined historic and archaeological districts (activity 1.5).

There are currently 44 National Register districts in Utah, 16 created since 1996, with several more on the way. This recent surge in historic district listings is due primarily to the efforts of the CLGs, which have advanced systematically through reconnaissance and intensive level surveys to the preparation of both multiple property and historic district nominations. Historic districts, when justified, are encouraged by the SHPO because they are the most efficient means of listing eligible resources and they are the most effective tool for documenting, interpreting, and preserving both the individual resources and their collective character and related contexts (activity 1.5).

In order to better protect the character of historic districts, CLGs and other community groups are continuing to examine the full range of planning and land-use tools available to them, including design review, design guidelines, downzoning, the use of easements and restrictive covenants. The promotion of financial incentives is also important, including the state and federal rehabilitation tax credit programs and local grant programs, where they exist (activities 1.10, 1.19, & 2.16).

Public education is also an important tool in generating support for historic preservation in historic districts. Home tours, walking tour brochures, neighborhood gatherings, the placement of historic site markers, and so forth, all help to create greater public awareness and appreciation for historic districts (activities 2.15 & 4.2).

Heritage Areas and Corridors

These regional areas, often several counties and sometimes more than one state, are a new feature in Utah. They combine areas of like heritage or themes. Military, mining and Mormon themes, understood in a larger context, include landscapes, regional contexts, and multi disciplinary approaches. In Utah, six Heritage Areas and Corridors are in some stage of development. They include: The Four Corners Heritage Area with its Native Americans theme; The San Rafael Swell Legacy District with its mining and ranching themes; The Great Basin Heritage Area with its great open space and mining themes; Utah

Heritage Highway 89 with its Mormon development and Native American themes; Bear River Heritage Area; and Uinta Headwaters Council (activities 1.1 & 1.4).

A new Heritage Area/Corridor state program now serves these complex, multi-jurisdictional entities. Several are applying for national designation and multi-disciplinary committees and political organizations are now in place to begin documentation, planning and project development that will preserve the larger tapestry of resources reflected in each of these heritage areas and corridors, including both prehistoric and historic resources (activities 1.16, 5.3, & 5.4).

Archaeological Resources in Utah

Nearly 70,000 numbers uniquely identify archaeological sites, recorded in over 21,000 projects. Of these, we have recorded over 43,000 sites in a computer database, and nearly 30,000 are accessible in the state's geographic information system (GIS) files. Most estimates place the percentage of the state's area examined for archaeological resources at between 5% and 15%. The actual number of archaeological sites present in the state is likely to range from 500,000 to 1.5 million (activity 3.11).

Archaeological resources are very important to the citizens of the state—the state legislature has passed laws in the past two years stiffening penalties for archaeological vandalism and protecting ancient human remains, many thousands of visitors are drawn to archaeological sites each year, and many citizens belong to organizations that research, visit, and protect archaeological sites. We work on many different fronts to protect these fragile and valuable resources, to study them and make the results widely accessible to the public, and to involve citizens in the appreciation of our archaeological heritage (activities 1.15, 5.6, & 5.7).

The record of human use of the region spans over 11,000 years, from the late Pleistocene period when glaciers carved canyons in the mountains of the state and Lake Bonneville covered much of the Great Basin. Paleo-Indian and Archaic hunter-gatherers inhabited the Basin and Plateau regions of the state for 9,000 years, and supplanted in the archaeological record by the agricultural Anasazi and Fremont cultures. Within the last 1,000 years, ancestors of the modern tribes of the area—the Utes, Shoshone, Goshutes, Paiutes, and Navajo—established themselves in the region. These ancient cultures left their legacy in archaeological deposits, in the fantastic and mysterious art on the walls of canyons, in finely crafted homes and structures that are still standing today, and in the cultural landscapes that exist to this day. European immigrants left an abundant archaeological legacy as well, in both remote and urban settings (activity 1.1).

These resources pose a number of challenges for managers and citizens interested in their protection. Daily threats include the natural forces of erosion and deterioration, development, careless recreationists, purposeful vandalism, and uninformed tourists and visitors. The Division, through its Antiquities and its Review and Compliance sections, tries to meet these challenges through a carefully-run archaeological permitting system, numerous public education programs, citizen involvement in resource protection, consulting with state and federal agencies to ensure that sites and resources are protected, and working with law enforcement agencies to crack down on vandals (activities 1.1 & 1.2).

A very brief summary of some of our efforts in these areas follows.

Development: We review and comment on over 3,000 government actions each year and issue over 60 annual permits

Vandalism: We work with the U.S. Attorney's office, the Attorney General's office, and individual agencies to enforce existing laws. The Utah U.S. Attorney's office has prosecuted more ARPA cases than any other office nationwide; the Attorney General's office is currently arguing an archaeological vandalism case before the Utah Supreme Court (activities 5.7 & 1.15).

Visitation: We work with the tourism industry to provide site etiquette information to visitors and to provide site interpretation and protection. We recently assisted Utah State Parks in protecting and hardening Danger and Juke Box Caves, with the assistance of a grant from the National Park Service (activities 1.17 & 1.18).

Archaeological citizen groups: We involve citizen groups such as the Utah Statewide Archaeological Society and the Utah Rock Art Research Association, groups that work to study and protect archaeological sites. We recently initiated an institutional grant program that will provide ongoing funding to these groups to carry out approved activities (activity 3.6).

Site Stewardship program: We have been integrally involved in initiating a statewide site stewardship program, and are partners in sponsoring a site stewardship conference involving the four-corners states later this year (activity 1.15).

Site stabilization education program: We have been working to establish a site stabilization and conservation education program at the College of Eastern Utah, along with our partners, the National Park Service, the College, and other federal and state agencies (activity 2.11).

Prehistory and Heritage Week: We have sponsored an annual celebration of our cultural and archaeological heritage for the past twelve years, which involves a statewide poster design contest, numerous events in many communities around the state, and which typically involves over 10,000 participants each year (activity 2.1).

NAGPRA, NARRC: We are deeply involved in issues regarding the protection, consultation, and repatriation of Native American human remains. We are partners in a recent grant from the National Park Service to establish a NAGPRA coordinator for the state, and work very closely with the Utah Division of Indian Affairs and the state Native American Remains Review Committee (Strategies 1. Heritage Resource Stewardship & 2. Partnerships and Networking).

Duties and Responsibilities

The Utah State Legislature has declared that antiquities, or archaeological, historical, and anthropological resources, are of interest to the citizens of the state and to the beneficiaries of the school and institutional land grants, and that these groups have a right to the knowledge derived and gained from scientific study of antiquities (UCA §9-8-301 (1)). The legislature has further declared that the scientific study of antiquities, the preservation and protection of sites, the collection, placement in a repository, and exhibition of specimens are appropriate. It has provided guidance in Title 9, Chapter 8, Parts 3 and 4 for seeing that the survey, excavation, curation, study, and exhibition of the state's archaeological and anthropological resources be undertaken in a coordinated, professional, and organized manner for the general welfare of the public and beneficiaries alike (§9-8-301 (3)) (activities 1.1 & 1.2).

The legislature created the Antiquities Section of the Division of State History as the "authority of the state for the protection and orderly development of archaeological and anthropological resources" (§9-8-303). The section is responsible for the stimulation of research, study, and activities in the field of antiquities; the marking, protection, and preservation of sites; the collection, preservation, and

administration of specimens until they are placed in a repository or curation facility; the administration of site survey and excavation records; and the editing and publication of antiquities records (§9-8-304). The Antiquities Section cooperates with local, state, and federal agencies and all interested persons to achieve these purposes (activity 1.1).

The Antiquities Section also manages archaeological permitting for the division, seeing that all archaeological survey and excavation work on state lands, and by agreement, on school and institutional trust lands, is carried out in compliance with statute (§9-8-305). All archaeological work carried out under permit is to be supervised by the state archaeologist (§9-8-305 (1) (c)).

Discoveries of archaeological resources on lands owned or controlled by the state or its subdivisions or on private land must be reported to the Division, which is represented in these matters by the Antiquities Section (§9-8-307). State agencies are required, under §9-8-404, to take into account the effect of any undertaking on sites eligible for inclusion on the state or national registers of historic places, and allow the Division and the Antiquities Section adequate time to comment. The Antiquities Section may advise the agency on ways to "maximize the amount of historic, scientific, archaeological, anthropological, and educational information recovered, in addition to the physical recovery of specimens and the reporting of archaeological work at current standards of scientific rigor" §9-8-404 (2)).

Additional references to the Antiquities Section are found in §9-9-4, the Native American Grave Protection and Repatriation Act, and §76-9-704, abuse or desecration of a dead human body. Both of these statutes refer to the requirement for an antiquities permit prior to the excavation or removal of human remains of antiquity. The State's Cultural Sites Protection law (§76-6-9) forbids alteration, removal, or destruction of antiquities without the consent of the landowner, which, on state lands, is contingent upon possession of an antiquities permit.

The general provisions of Utah law which pertain to antiquities and the Antiquities Section fall into four primary areas: (1) Seeing that state law regarding archaeological permitting is followed. (2) Working with and advising local, state, and federal agencies and private citizens regarding the protection and preservation of antiquities. (3) Acting as the authority of the state for the protection and orderly development of antiquities. And (4) developing ways to share cultural and historical resources with the public and the beneficiaries of the school land trusts through publications, exhibitions, and site development (activities 1.1 & 1.2).